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PORTLAND
City Club
BULLETIN

Crystal Room » Benson Hotel
FRIDAY . . . 12:10 P.M.

PORTLAND, OREGON — Vol. 29, No. 8 — JUNE 25, 1948

Mr. C. Girard Davidson
Assisant Secretary
Dept. of Interior
Washington, D. C.

IN THIS ISSUE . . .

PRESENT PROBLEMS FACING PORTLAND'S CIVIL SERVICE

A City Club Committee Report made by:

FRANK H. EISEMAN, RAY ELLICKSON, NELOS HAZELTINE, WARREN MARPLE, HUGH MCKINLEY, FRANCIS S. MURPHY, JOHN M. PIERSON, THOMAS B. STOEL, PETER TWIST, and LOFTON L. TATUM, *Chairman*, under the Governmental Organization Section, ROBERT E. DUNIWAY, *Section Chairman*.

TODAY'S PROGRAM: PRESENTATION OF REPORT ON MUNICIPAL JAIL

The Committee:

FRED C. LEIBOLD, JOHN LOGAN, ARTHUR MARKEWITZ, and ALLAN HART, *Chairman*, under supervision of Social Welfare Section, STUART R. STIMMEL, *Section Chairman*.

Printed last week, the Report on the Municipal Jail will be presented today by the committee and then will be discussed and acted upon by members of the City Club. In order to give ample time to the membership for consideration of this detailed study, the Board has not scheduled a speaker for today.

SUPPLEMENT IN THIS ISSUE

TO BE PRESENTED TODAY . . . MULTNOMAH COUNTY SPECIAL TAX LEVY

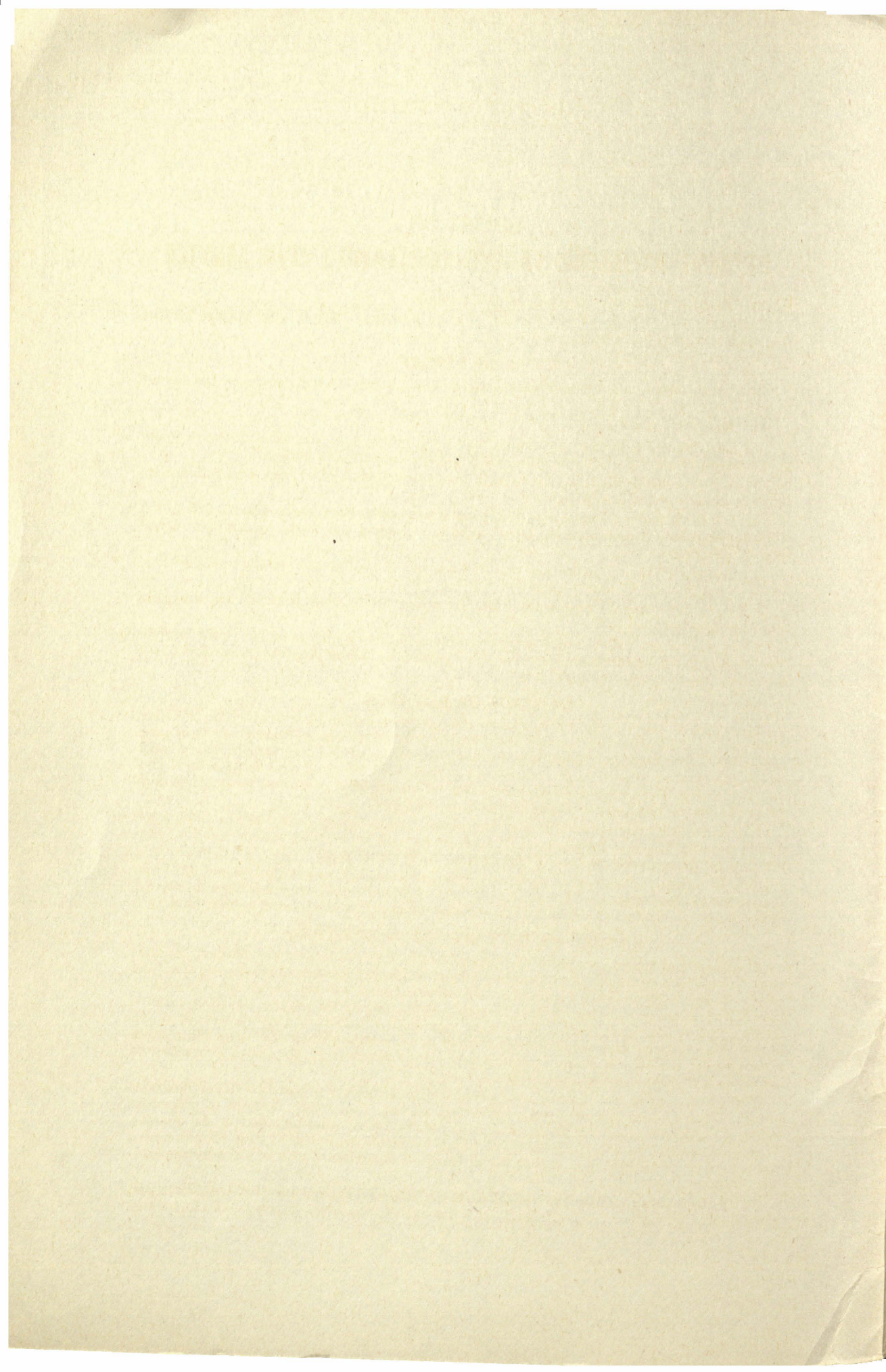
A report prepared on the issue to be presented to voters of the county at the special election to be held July 9, 1948. The following men prepared the study:

PAUL L. BOLEY, RICHARD C. CROW, J. R. DEVERS, V. W. PIERSON, and JOHN J. COUGHLIN, *Chairman*, under supervision of Legislation and Election Section, NELSON HAZELTINE, *Section Chairman*.

NEXT WEEK . . . THE SPEAKER, author HERBERT HILSCHER, of Fairbanks, Alaska

His Subject . . . LOOK NORTH TO ALASKA

"To inform its members and the community in public matters and to arouse in them a realization of the obligations of citizenship."



REPORT ON PRESENT PROBLEMS FACING PORTLAND'S CIVIL SERVICE

To the Board of Governors, City Club of Portland:

Last year the Portland City Council cut the proposed 1947-48 civil service budget from \$69,170.50 to \$22,090.00.

SCOPE OF REPORT

Your committee was directed to investigate this budget cut and determine the answer to six questions:

- (1) Was the cut justified?
- (2) Can the board complete examinations, with scorings, as scheduled in the two-year program set up by the council in June, 1946, within the curtailed budget?
- (3) What procedure is being followed in the establishment of written, oral and demonstration phases of the examinations?
- (4) Have temporary employees who have given satisfactory service but failed in the examinations been supplanted by people who have passed the tests but not given satisfactory service?
- (5) Are the tests too theoretical and do they fail to give proper weight to experience, as some commissioners have charged?
- (6) Is there evidence of pressure from any source to do away with the merit system for municipal employees?

Your committee encountered several problems which would have led it far beyond these assignment limitations. However, this report, as far as possible, is confined to a consideration of the above questions.

METHODS OF RESEARCH

Members of the committee discussed the civil service problem with: Mayor Riley, commissioners Lee, Bowes, Cooper and Peterson; with the administrative heads of most of the city departments; with Oscar Furuset, chairman of the civil service board; with W. E. Marion, civil service secretary, and members of his staff; and with several civil service experts with considerable experience. Members also conferred with other civic groups studying civil service administration in Portland.

Mr. Marion made available to the committee budget figures from 1937 to 1948, a list of job classifications for all present city employees with their salary scales, and the number in each department who are listed as temporary employees.

The committee also studied newspaper files for editorials, news articles, and letters to the editor dealing with the civil service situation. The City Charter was thoroughly examined, and the committee utilized the various publications in the civil service field.

HISTORY OF CIVIL SERVICE IN PORTLAND

Portland's civil service system was established in 1903 by charter amendment. At that time there was a nation-wide reform movement to protect municipal employees from the effect of the spoils system. Portland's civil service board was set up, as were boards in many other cities, consisting of three members appointed by the mayor, the three to have overlapping terms of six years. The board appointed a secretary to keep records of all proceedings, to superintend and keep records of all examinations and to perform other duties prescribed by the board. In accordance with the charter, the board proceeded to classify all positions under its jurisdiction.

The provisions of the City Charter prescribe the authority granted to the civil service board in considerable detail — in such detail, indeed, that many matters of procedure which should have been left to the discretion of the board were included in the charter. This has resulted in a certain rigidity, which could be corrected by the adoption of a charter grant of authority in rather broad terms in accordance with modern administrative practice.

A charter amendment in 1934 authorized the board to engage a person trained in personnel administration to organize and supervise a staff of personnel technicians to prepare

the examinations, to conduct and score them, and to rate the candidates. Previously, the examinations had been prepared by outsiders, drawn from private industry or from various branches of city service.

By 1937 the board had established more modern techniques in giving examinations. It replaced the old type essay form of examination with the short-answer form of objective test. The new form could cover much more material and eliminated the testing of writing ability in positions where that skill was of no importance.

By 1938 the earlier classifications were outdated, and a new classification survey was made. The legality of this survey was challenged on the ground that the board could classify, but could not reclassify positions. This question was resolved in November, 1943, by a decision of the Oregon Supreme Court that classification and reclassification were the same thing. However, until that decision was rendered, activity of the board in the matter of classification and of examinations for the new classifications was curtailed.

The examining program was further curtailed in 1942 because of the large number of persons entering defense industries and the armed forces. As a result of the general manpower shortage, the number of applicants for examinations fell far below the number for which it was practical to hold examinations. Because of these factors, plus a feeling on the part of the board that no permanent positions should be filled while so many potential employees were in the Armed Services, no examinations for permanent positions were held during the war.

During the time the civil service reclassification program was still held up in the courts, the city council employed the Public Administration Service of Chicago to conduct a position reclassification survey. The survey was made in the summer of 1943. After the Supreme Court upheld the right of the civil service board to reclassify positions, the city council referred this survey to the board. The board reviewed the plan in the spring of 1944, and adopted it, effective July 1, 1944.

CIVIL SERVICE PROBLEMS CREATED BY THE WAR

During the war when the board was not holding entrance or promotional examinations, vacancies on the city payroll were filled with "temporary" employees. The charter provides that in the absence of an appropriate eligibility list or in extraordinary emergencies a temporary appointment may be made, "but not for a longer period than thirty days." However, because no provision, charter or otherwise, was made for the removal of temporary appointees except by appointment from permanent lists, and because permanent lists are not available in many classifications, a large number of these temporary appointees have worked for the city continuously for several years.*

When the war ended, the city and the civil service board were faced with the problem of filling these temporary places with examined permanent employees. Accordingly, the civil service board made plans to hold examinations and fill these vacancies.

POST WAR PROGRAM AND BUDGET DIFFICULTIES

The matter was first presented to the city council during the course of the budget hearings for the fiscal year 1946-47. At that time the board planned that the post-war examination program would be accomplished in one year. The program provided for 144 examinations to fill that number of the 196 classes in the city service for which examinations were then immediately necessary because of the vacancies existing in them.

At the informal budget hearing which followed the submission of the board's budget request, the opinion was expressed by the council that it would be impossible for the board to accomplish this program in one year, and the suggestion was made that it cover a two-year span. According to the board, this suggestion was agreed upon by it and by the council. Thereupon the budget request was approved.

In accordance with the two-year program idea, the board planned to give approximately 70 examinations the first year and decided that these should be confined to entrance examinations because the greatest number of vacancies existed in the entrance classes and because more returning veterans would be eligible for these examinations.

Preceding the start of the program, preliminary examination preparation had been accomplished for 72 of the classes. During the 1946-47 year, preliminary examination

*To avoid the mechanics of reappointing these temporary employees each thirty days, the Council on April 5, 1945, adopted Ordinance No. 80921 providing as follows:

"On account of war conditions now prevailing temporary appointments of officers and employees may be made by the appointing authority, giving to the Auditor and Secretary of the Civil Service Board a notification of the temporary appointment showing the name and position of the appointee, and that such temporary appointment is to be deemed and taken as repeated twice each month until notice to the contrary is given."

preparation was accomplished for 33 additional examinations. A total of 55 examinations was administered during this fiscal year, of which only one — that for Fire Marshal — was a promotional examination. The board contends that its goal of 70 examinations for the fiscal year would have been reached had not the announcement of dissatisfaction on the part of the council and the threat of a budget cut late in April, 1947, caused the rapid disintegration of the civil service staff which had been hired on a two-year basis. From January through June, 1947, 28 examinations were held. From July through December, 1947, only 6 examinations were held.

When the civil service board's proposed budget for 1947-48 reached the city council, Portland, along with most other municipalities, was hard pressed financially. Greater demands were being made upon it for services; its costs had grown tremendously, and its revenues had not proportionately increased. The council was seeking new sources of revenue and was paring its expenses as much as possible.

Although the council had granted the board a total of \$79,299.28 for 1946-47, it strenuously objected to the 1947-48 request for a budget of \$69,170.50. Immediately the council members began voicing their protests over the manner in which the board had been operating. Then the council arbitrarily cut the budget almost in half. The board promptly questioned the wisdom of such a cut (See Appendix A for letter from Board to Council). The council answered by further reducing the budget to \$22,090.00*. It appears to the committee that the council, in making these reductions in the proposed budget and particularly in making the second arbitrary cut, acted vindictively rather than upon a considered judgment. The cut evidenced a complete disregard by the council of the actual and minimum needs of an efficient and effective civil service system for the city.

This drastic reduction in the appropriation for the civil service system provoked considerable public discussion, for it completely eliminated the second half of the proposed two-year program as set up in 1946, and appeared to threaten the foundations of the entire civil service system.

Subsequently this committee commenced its inquiry (A) to analyze the budget cut, (B) to determine its effect on the Portland civil service system and (C) to ascertain the validity of the criticisms and complaints made against the civil service board.

(A) *Analysis of Budget Cut.* Appended to this report is Table 1, which shows the budget history of the board since 1937. As Table 1 shows, the cut has had the effect of reducing the staff of the board considerably, with a corresponding reduction in the number of examinations which can be given.

(B) *Effect of Cut on Civil Service System.* As is discussed at greater length hereafter, the most pressing and difficult problem facing the civil service system is the disposition to be made of the large number of temporary employees. It will be difficult for the board to maintain current examinations and lists with the present appropriation. It will be impossible for it to prepare and give examinations to fill the positions now occupied by temporary employees. Should the annual civil service budget be kept at this low sum, the work of the board will continue to fall behind, and the civil service system in Portland will suffer progressive deterioration.

The cut also had a serious and depressing effect upon the morale of the employees of the board. Their tenure is most insecure at best, but the sudden change of heart of the council and its refusal to continue the original two-year program caused a majority of the trained professional workers to seek other employment. This was most important, for no sound system can be established without a stable core of professional examiners.

Because the size of the present budget does not permit holding of examinations to fill positions now occupied by temporary appointees, the present temporary appointees will continue in these positions, thus effectively removing from the civil service system about one-fourth of the city's employees and about \$2,000,000 of the city payroll. This may easily provide an opening wedge for a return to the spoils system, of which, in your committee's opinion, some minor evidence has already become apparent.

(C) *Complaints Made Against Board.* The criticism of the present operation of the civil service board as voiced by the city council may be divided into three main headings: (1) the examinations were too theoretical, (2) there was no liaison between the board and the various department heads, and (3) temporary employees were being supplanted by permanent employees who were not as satisfactory as the temporary appointees.

(1) *Examinations.* The claim that the examinations were not practical but too theoretical was one of the complaints voiced by the council at the time of the 1947 budget hearings. Some of the council members felt that often the examinations were prepared by in-

*The budget was increased to \$24,098.00 on August 16, 1947, when the Council authorized employment of an additional technician.

experienced technical personnel who had little regard for the realities of the business world. The committee found that under the expanded program inaugurated in 1946 many members of the civil service staff were young and relatively inexperienced as professional civil service examiners. The insecurity of the positions because of the council's vacillation over the necessary civil service funds as well as the comparatively low salaries offered served to make these positions attractive primarily to persons who had just completed their academic training and were seeking experience.

It was impossible for the committee to check all of the instances of these grievances. However, one of the typical complaints was that a competent employee who had been repairing parking meters under temporary appointment failed the examination given by the board. In order to avoid giving any advantage to the temporary employees over the new applicants, the civil service staff, as a part of the examination, tested the applicants' mechanical abilities by using as a model an alarm from a fire box. On the surface this seemed to bear out the council's complaint that the examinations were not practical. However, the staff convinced your committee by demonstration that the mechanical portion of a fire alarm box is substantially identical with that of a parking meter, and that it was fair and reasonable to examine all applicants equally on a piece of apparatus closely similar to the one used in the parking meters.

Because the charter prohibits the board disclosing the contents of an examination to others than the applicants tested (who may for a short period after the announcement of the results of an examination look over their own papers), the committee was unable to analyze past examinations to determine the facts as to the charge of impracticality. However, two members of the committee who qualified as experts in their particular fields were appointed as special consultants on examinations then being prepared by the board for use. These men agreed that the tests were fair; were reasonably designed to test the applicant's ability and were not theoretical.

All in all, your committee feels that the civil service board and its staff are doing their utmost to provide modern, fair and enlightened examinations. It may be that in some instances the examinations are more elaborate than the position justifies, particularly in light of the need for prompt action to clear away the war-produced backlog of examinations.

(2) *Lack of liaison between civil service staff and department heads.* This brings us to another complaint frequently heard at the city hall — that the civil service staff does not confer with the department heads. Here the committee found a substantial difference of opinion. The civil service staff states that every examination is discussed with the department head before the examination is given. This was disputed by the department heads who were interviewed by members of the committee. Closer checking revealed that the civil service staff discusses the examination with the person at the head of the particular group in charge of the special category for the examination. For example, if they are getting up an examination for stenographers, they do not discuss the examination with the city engineer, although he may have many stenographers working somewhere down the line in his department. Instead, they discuss the problem with the persons most directly affected. They claim that it would be a waste of time to call in the department heads on every examination that affects someone working in their department. The whole controversy hinges on a delicate point of pride, most recently evidenced in the county-city squabble on mosquito control. Solution to the problem might lie in having the civil service staff send a notice to the department head each time they proposed to discuss a problem with someone further down in the department. If the department head wanted to attend the conference, he could, and any feeling that he was being by-passed would be eliminated.

(3) *Replacement of temporary employees with less competent permanent employees.* The largest remaining class of complaints charges that the temporary employees are being replaced by permanent employees who do not render as efficient service as did the temporary appointees. It was impossible to check each one of these complaints, but the committee does not doubt that in some instances an efficient worker has been replaced by a permanent employee who was not as capable. The difference in competency in many cases could be traced to the fact that it requires a certain length of time for many workers to adjust themselves to a job and during that adjustment period their work is not entirely satisfactory.

Another of the factors underlying this complaint is that the board in determining eligibility lists gives no credit for experience. The board gives as its reason for this its desire to see that the returning veteran gets a fair chance at a permanent post with the city. It feels that any allowance given for experience cancels the preference rating given

veterans.* This matter of fair treatment for the returning veteran presents a difficult enough problem in private business, but in public employment it becomes exceedingly difficult.

An additional factor is that the wage scales paid by the city today do not offer sufficient inducement to attract the highest caliber of workers in many professional and sub-professional classifications. Because of this, some of the department heads and commissioners feel that no examinations should be given in some classifications until the labor situation eases and city jobs in those classifications once more become attractive.

The committee finds generally that the criticisms of the board are not fundamental. They arise either from matters beyond the control of the board and the city council, or they are relatively minor matters that could be remedied.

DISPOSITION OF TEMPORARY EMPLOYEES

The largest single problem facing the civil service system is that of the huge backlog of temporary employees. Table 2 appended hereto shows the number of temporary and permanent employees in the various city departments. The majority of these temporary employees are doing excellent work and do not owe their jobs to any political favors. However, the very existence of such a large group of temporary employees outside the scope of the civil service system constitutes a serious threat to the entire system.

In some manner these must be disposed of and the civil service system placed on a current basis. The committee feels that there are only four choices:

(1) The city can continue muddling along with the large list of temporary employees. As pointed out above, the committee does not believe this is any solution and in fact is a serious handicap to a sound civil service system.

(2) The temporary employees can all be blanketed into civil service and thereafter classed as permanent employees. It does not appear that this can be accomplished short of a charter amendment approved by the voters. The committee doubts whether such an amendment would be passed, and in any event seriously questions the wisdom of such a solution.

(3) The program of giving entrance examinations as set up in 1934 for all positions now filled under temporary appointment can be continued until all temporary appointments are filled with permanent employees. The committee feels that this would entail a large expenditure of money and time, with the end results unpredictable in the professional and sub-professional classifications because of the uncertainty as to the type of worker who would be attracted today to a relatively low-paying municipal job in these classifications.

(4) Entrance examinations can be given to fill all temporary vacancies, but, instead of preparing the usual rather elaborate type of examination, a concise and streamlined examination can be held, giving proper weight to the experience of the applicant. The committee concludes that this provides the soundest method of disposing of the temporary appointment problem. The cost and time involved of holding such shortened examinations would be considerably less than the costs estimated by the board in 1946. Such savings of time and money would not be at the sacrifice of fairness and impartiality. The examinations should be given only after consultation between the civil service director, the department head and the commissioner involved. In these consultations the parties should review the examinations to be given and also should analyze the labor market to determine when they should be given. The final decision on the type of examination and its timing should, of course, be left to the civil service board. Sufficient funds to carry out such a program as this should be appropriated by the council.

At the same time the civil service board should continue its regular program for entrance examinations and promotional examinations. It has been estimated that the regular program can be continued for approximately \$30,000 per year. This would mean that the cost of Portland's personnel and recruitment program would average about \$10 a person. This is in comparison with the \$20 per employee that the Civil Service Assembly (an independent national organization of civil service experts) sets up as the minimum necessary for a sound personnel program.

WEAKNESSES OF PRESENT ADMINISTRATION

In the course of its investigation the committee discovered certain weaknesses of Portland's civil service system and reached some conclusions which, though not directly

*Section 104-703, O.C.L.A. (1945 Supp.) permits civil service boards to grant to all war veterans "such credits as may be considered reasonable on the ground and for the reason of experience." The Portland Civil Service Board's rules give veterans a credit of 10% of the final grade on open examination and 10% of the total experience credit on promotional examinations.

responsive to the questions assigned to the committee, may be helpful to a consideration of the current civil service situation.

As is pointed out above, the civil service system operates under specific provisions of the City Charter. These narrowly restrict the board and in some instances hinder efficient operation. A form of a Model City Charter for civil service is appended to this report as Appendix B. Your committee makes no recommendations regarding this Model Charter; it is attached for purposes of information and comparison.

The Committee believes that the present weaknesses of the civil service system may be charged principally to the City Council and the Mayor. The Council through its control of the funds for the civil service board exerts considerable influence over the actions and efficiency of the board. Under our concil form of city government, the board and its employees have, in fact, five superiors who must be satisfied — even though the five councilmen may differ among themselves as to what is necessary for an efficient merit system. The council has not adopted a friendly, helpful, cooperative attitude toward the board; instead it has cut off the necessary funds, has hampered operations in many instances and occasionally has found ways to circumvent the board. The recently proposed charter amendments — one to permit the council to request the state civil service board to give examinations for the city, the other to increase the number of members of the civil service board from three to five — clearly showed a lack of appreciation by the council of the affirmative, cooperative role it must play in making the system work.

The Committee does not believe that the City Council as a group, or its members individually, has deliberately sought to eliminate the civil service system in Portland. The Committee does believe the Council members have not given mature thought to the cumulative adverse effect on the system of such matters as the arbitrary reduction of the civil service budget, the occasional insistence of council members that the board give way in order to permit appointment or retention of a particular individual in a civil service position and the failure of the Council to cooperate with the board in disposing of the war-created temporary employees. These matters, if not corrected, will, in the opinion of the Committee, result in a breakdown of the civil service system without any active intent by the council to achieve that result.

The civil service board and its staff have also contributed to the weaknesses of the system. Some of the present difficulties of the board are traceable to the lack of any effective public relations program on its behalf and the lack of a personnel management program. Had the board clearly, consistently and actively publicised its work; had it solicited ideas, explained and obtained aid and assistance from the council members and department heads, it might have obtained a greater degree of support from the council.

Much of this attitude is a reflection of the old concept of a civil service system as a policing system, watching for any infractions or any attempts to engraft a political spoils system on the municipal government. Today, however, the policing job is relatively unimportant. On the other hand, the job of personnel administration is tremendous. Every person or group recently studying the Portland civil service system has sharply criticized the weakness of the system in this field.

It should be pointed out here that the present executive secretary of the board has given many years of service and has at all times worked sincerely to give Portland a fine civil service system. When he was hired, he was the sole employee of the board, with primarily clerical duties. As the scope of the board's work expanded to its present status, the work of the executive secretary shifted from being secretary to the board to preparing examinations and generally acting as personnel director for the city. Mr. Marion has always recognized his inexperience and limitations as a technical civil service director and within budget limitations has sought to obtain the best available technical personnel to assist him.

Mr. Marion has now reached retirement age and will step down from his post this coming summer. The board will then have an opportunity to engage as its executive secretary a person with technical training and experience as a civil service administrator and as a personnel director.

The board itself has previously recognized the need for a personnel director. It requested one in the 1946-47 budget, but the council refused funds to engage such a director. Very recently the board again requested the council to provide such an employee. The city council stated in January that it was prepared to approve a salary range of \$430 to \$480 a month for the position of secretary-director-chief examiner on the civil service

staff. This was in reply to a civil service board request for a salary range of \$450 to \$600, an amount which would attract better qualified persons for the position.

The Mayor is solely responsible for the selection of the members of the civil service board and may also remove them at will. Since its inception, the board has generally been composed of a lawyer, a labor leader and a business man. Too frequently men have been appointed from these classifications with no apparent regard for the charter provision that they be devoted "to the ideals of civil service reform." Of the present board the chairman has long been interested in civil service and has performed a commendable civic service. However, because of his interest and ability, the remaining members of the board tend to give little time or thought to their duties upon the board. Too often in the case of a board dominated by one of its members, personalities are over-emphasized to the detriment of the civil service system. Newspaper stories have emphasized the clash between the city council and the chairman of the board, and it is apparent that there do exist strong differences of opinion between the two. Such disputes can only weaken the civil service system in Portland.

The Committee feels that in a properly functioning system the Portland civil service board should be composed of three active members chosen as the charter requires for "their devotion to the ideals of civil service." The charter now contains a flat prohibition against any compensation for the services of board members. Because of its salutary effect in making the members more conscious of their responsibilities, the committee believes that the members should be paid a per diem allowance of, say, \$8.00, plus reimbursement for their expenses. Given an efficient civil service administrator and the cooperation of the city council, it should be possible for the board to act only as a top policy-making body and to leave the active implementation of that policy to the administrator.

CONCLUSIONS AND RECOMMENDATIONS

The Committee concludes and recommends:

Conclusions:

1. The attitude of the city council as evidenced by its actions during the past year constitutes a serious threat to the civil service system in Portland. Although no irreparable damage has as yet been done to the system, the effect of lack of funds and cooperation will soon destroy the entire system, in the opinion of your committee.

2. The concept of the civil service board must be and is being altered from that of a policing body to that of the personnel department of the city.

3. The responsibility of making civil service work rests squarely upon the shoulders of the Mayor and City Council. This is because the Mayor appoints the board members and the Council provides the funds. If the people of the city seriously desire to continue and strengthen the civil service system, it is their responsibility through their elected representatives to provide sufficient funds.

Recommendations:

1. The large number of temporary appointments should be examined and permanent appointments made. This can most efficiently be done by concise examinations, rapidly given, and with proper weight given to experience. The examinations should be given only after consultation between the civil service director, the department head and the commissioner involved, the purpose of such consultations being to analyze the examination to be given and the condition of the labor market at the time it is to be given. Final decision as to the examination and timing should be left to the civil service board, however.

2. The City Council should provide sufficient funds so that the board can conduct the examinations required to fill the positions now occupied by temporary appointees. Likewise, funds should be provided so that the normal routine of entrance and promotional examinations can be carried on.

3. An executive secretary qualified to act as personnel director should be hired, at a salary sufficient to attract a good man, to provide the foundation for the creation of a sound personnel program. Your Committee recommends that the salary range for this position be set at a figure within the range proposed by the board.

4. The City Council should adopt a consistent, friendly, intelligent, and genuinely sincere attitude looking toward the increased efficiency and usefulness of the civil service system.

Respectfully submitted,

FRANK H. EISEMAN
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 PETER TWIST
 LOFTON L. TATUM, *Chairman*

Approved by Robert E. Duniway, *Section Chairman*, Government Organization, May 22, 1948.

Received by the Board of Governors, May 24, 1948, and ordered printed and submitted to the membership for consideration and action.

TABLE I
 BUDGET HISTORY*

<i>Year</i>	<i>Total Appropriation</i>	<i>Appropriation for Personnel</i>	<i>No. of Clerical Positions</i>	<i>No. of Admin. and Tech. Positions</i>
1937	\$ 6,905.32	\$ 6,485.66	2	2
1938	9,539.20	8,100.00	2	2
1939	12,470.00	12,020.00	2	2
1940	15,039.00	13,320.00	2	5
1941	15,130.00	13,800.00	2	5
6 mo. 1942	7,581.00	7,026.00	2	5
1942-3	12,091.80	11,536.80	2	4
1943-4	14,057.00	13,452.00	4	5
1944-5	29,743.00	26,064.00	4	8
1945-6	28,614.00	26,844.00	4	8
1946-7	79,299.28	65,175.00	10 full time 15 half time	14
1947-8	24,098.00	19,074.00	3	4

*Note: This table includes budgeted appropriations and additional appropriations passed after the beginning of the fiscal year.

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Respectfully submitted,

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6 mo. 1942	7,581.00	7,026.00	2	5
1942-3	12,091.80	11,536.80	2	4
1943-4	14,057.00	13,452.00	4	5
1944-5	29,743.00	26,064.00	4	8
1945-6	28,614.00	26,844.00	4	8
1946-7	79,299.28	65,175.00	10 full time 15 half time	14
1947-8	24,098.00	19,074.00	3	4

*Note: This table includes budgeted appropriations and additional appropriations passed after the beginning of the fiscal year.

TABLE II
November 10, 1947

<i>Department</i>	<i>Permanent</i>	<i>Temporary</i>	<i>Non-Civil Service</i>
Mayor's Office.....	3	4	
Bureau of Communications.....	8	1	
Police Bureau.....	610	85	
Municipal Board of Review.....	1		
Municipal Court.....	18	9	
City Attorney.....			16
Finance Commissioner's Office.....	1	3	1
Bureau of Licenses.....	17	1	
Bureau of Purchases.....	8	1	
Bureau of Transportation (Garage).....	2		
Treasurer's Office.....	15	36	
Bureau of Parks.....	197	96	
Health Bureau.....			160
Public Affairs Commr. Office.....	3	2	
Bureau of City Hall.....	19	5	
Motor Vehicle Inspection.....	18		
Municipal Shops.....	33	11	
Fire Department.....	649	116	
Municipal Auditorium.....			9
Public Utilities Commr. Office.....	3	4	
Street Cleaning Department.....	142	10	
Bureau of Weights and Measures.....	2		
Bureau of Insect Control.....		2	
Refuse Disposal.....	16	4	
Water Bureau.....	209	115	
Public Works Commr. Office.....	9	1	
Bureau of Buildings.....	51	14	
Bureau of Construction and Maintenance.....	204	130	
City Engineer.....	4		
City Planning Commission.....	3	3	
Civil Service Board.....	2	5	
Traffic Engineering.....	17	14	
Municipal Paving Plant.....	21	14	
City Auditor.....	33	21	
	2,318	707	186
Total Employees.....		3,211	

APPENDIX A

CITY OF PORTLAND, OREGON
CIVIL SERVICE BOARD

Room D, Municipal Auditorium
S. W. Clay and S. W. 3rd Avenue
Portland 1, Oregon

May 6, 1947

To the Mayor and Council
City Hall

Dear Sirs:

Mr. Marion, Secretary of this Board, has shown us the tentative proposed reduction in our budget allowance for the fiscal year beginning July 1, 1947, in which the amount asked for by this Board has been reduced from \$62,460.00 to \$37,000.00 for personnel, which is a reduction of \$25,460.00 or about 41%. If this reduction is made it will be necessary for the Board to cut its staff by approximately the same percentage, and delay completion of the examination schedule accordingly.

When we appeared before you one year ago with our budget requirement, we then advised you that time in which examinations for all of the positions in the Classified Civil Service could be completed depended entirely upon the amount of money made available. If we were given sufficient means we could employ a large enough staff to complete the examination schedule in about two years, while if the funds appropriated were kept at the estimate made by the budget committee then it would take many years in which to hold all of the examinations, and in the meantime existing vacancies would necessarily have to be filled with temporary appointees, and just as important, the returning veterans would be denied for these years, the opportunity to take Civil Service examinations.

Based upon advice of competent authorities, including members of the Council, it was determined last year that the great majority of service men would be discharged and able to take examinations beginning in August, 1946, so we therefore started at that time with the program. Since then we have been able to hold slightly less than one-half of the examinations which must necessarily be held before all appointments to positions in the Classified Civil Service of the City can be filled from established eligible lists.

Whether the remaining examinations can be held within the next year or less depends entirely upon the amount of money made available by the Council and it has the sole responsibility in determining this matter. This Board and its staff, if sufficient personnel is maintained and kept, is ready, able and willing to complete holding all examinations within the time originally estimated.

Any undue delay in holding such examinations, most of which remaining are promotional, will cause dissatisfaction and discontent among those concerned, some of which feeling is beginning to be shown even now. If further delay is made necessary such discontent is bound to increase, and may result in a deterioration of service. We therefore respectfully request and urge the Council to allow our budget estimate in full.

Very truly yours,

CIVIL SERVICE BOARD

(Signed) Oscar Furuset
Chairman
(Signed) Ray E. Garner
Commissioner
(Signed) H. J. Detloff
Commissioner

APPENDIX B

MODEL CITY CHARTER

ARTICLE VII

DEPARTMENT OF PERSONNEL

- Section 110. Merit basis of appointment
 111. Personnel director; qualifications
 112. Personnel director; powers and duties
 113. Personnel board; appointment; removal
 114. Personnel board; qualifications
 115. Personnel board; salary
 116. Personnel board; powers and duties
 117. Rules
 118. Unclassified and classified service
 119. Classification
 120. Promotions
 121. Pay plan
 122. Pension and retirement system
 123. Oaths
 124. Prohibitions

INTRODUCTORY NOTE. In drafting this article, the committee has endeavored to set forth the essential principles and minimum procedure required for the proper functioning of an effective personnel department. To interest qualified persons in taking examinations for the purpose of entering the city service is a matter not merely of publicity but of assuring them fair treatment in the examinations as well as of guaranteeing them satisfactory working conditions and reasonable promotion opportunities on the basis of merit after they have entered the service. It is recognized that in small cities the personnel problem is not sufficient to warrant the employment of a personnel director and the manager may either serve as personnel director or assign these duties to one of the department heads. In such cities a simple statement of purpose such as contained in Section 110, a definition of the classified service as in Section 118, and a statement of prohibitions such as contained in Section 124, should be sufficient for the charter. If a personnel board is desired, the appropriate sections may also be included.

Merit Basis of Appointment

Sec. 110. Appointments and promotions in the administrative service of the city shall be made according to merit and fitness to be ascertained, so far as practicable, by competitive examination. To carry out this purpose, there shall be a department of personnel, the head of which shall be the personnel director, who shall be appointed by the city manager.

Personnel Director; Qualifications

Sec. 111. The personnel director shall have had training and experience in personnel administration.

Personnel Director; Powers and Duties

Sec. 112. The personnel director shall have power and shall be required to:

- (1) Hold competitive examinations for all appointments in the classified service, restricted to persons reasonably qualified to perform the duties of the position;
- (2) Give wide publicity through appropriate channels in each case to all announcements of competitive examinations to the end of encouraging qualified persons to take such examinations;
- (3) Prepare and recommend to the personnel board such rules as he may consider necessary, appropriate or desirable to carry out the provisions of this article as provided in Section 117 of this charter;
- (4) Prepare, install, and maintain a classification plan based on the duties, authority and responsibility of positions in the city service;
- (5) Prepare and maintain a pay plan in the city service;
- (6) Establish and maintain a roster of all persons in the municipal service in which there shall be set forth, as to each officer and employee, (a) the class title of the position held, (b) salary or pay, (c) any changes in class title, pay or status, (d) such other data as may be deemed desirable or useful to produce significant facts pertaining to personnel administration;
- (7) Certify all payrolls for persons in the classified service. No payment for personal service to any person in the classified service of the city shall be made unless the payroll vouchers bear the certification of the personnel director or his authorized agent that the persons men-

tioned therein have been appointed and employed in accordance with the provisions of this article;

(8) Develop and establish training and educational programs for persons in the municipal service;

(9) Investigate periodically the operation and effect of the personnel provisions of this charter and the rules promulgated thereunder, and report annually his findings and recommendations to the city manager;

(10) Perform such other and different lawful acts and functions as he may deem necessary or desirable to enforce the purposes and provisions of this article.

Personnel Board; Appointment; Removal

Sec. 113. There shall be a personnel board consisting of three members who shall be appointed by the council, which shall designate one of the three as chairman. Members of the personnel board shall serve for a term of six years, except that of the members first appointed one shall be appointed to serve for four years, and one for two years. Vacancies in an unexpired term shall be filled by the council by appointment for the remainder of the term. A member of the board may be removed by council only for cause and after being given a written statement of the charges against him and a public hearing thereon, if he so requests. A certified copy of the charges and a transcript of the record shall be filed with the city manager.

Personnel Board; Qualifications

Sec. 114. Each member of the personnel board shall be a qualified elector of the city, shall be known to be in sympathy with the merit principle as applied to the civil service, shall neither hold nor be a candidate for any other public office or position, and shall not be a member of any local, state or national committee of a political party or an officer in any partisan political club or organization.

Personnel Board; Salary

Sec. 115. Members of the board shall be paid \$ for each day devoted to the work of the board, but not more than fifteen hundred dollars in any year.

Personnel Board; Powers and Duties

Sec. 116. The board shall have power and shall be required to:

- (1) Advise the council and the director on problems concerning personnel administration;
- (2) Advise and assist the director in fostering the interest of institutions of learning, civic, professional and employe organizations in the improvement of personnel standards in the municipal service;
- (3) Make any investigation which it may consider desirable concerning the administration of personnel in the municipal service, and report to the council, at least once each year, its findings, conclusions and recommendations;
- (4) Hear appeals in case any officer or employe in the classified service is suspended, reduced or removed, and report in writing to the city manager its findings and recommendations;
- (5) Perform such other duties with reference to personnel administration, not inconsistent with this charter, as the council may require by ordinance.

Rules

Sec. 117. (a) Within six months after the appointment of the first director under this article, the director shall prepare and recommend to the board such rules as he may consider necessary, appropriate or desirable to carry out the provisions of this article. After a public hearing thereon, the board shall approve or reject the rules wholly or in part, or may modify them, and approve them as so modified. Rules and any amendments thereto which are approved by the board or on which the board takes no action within sixty days after they are recommended by the director, shall be transmitted to the city manager for filing with the council together with whatever recommendations he may desire to make. Rules and amendments

thereto shall become effective when approved by the council or on the tenth day after submission if prior thereto the council shall not have rejected them by resolution. Thereafter the board shall have power to amend, repeal or add to the rules on the recommendation of the director or on its own initiative, subject to the requirement of a public hearing and all the other subsequent steps of procedure required herein for adoption of the original set of rules.

(b) Rules adopted hereunder shall have the force and effect of law. They shall provide for the method of holding competitive examinations, the establishment, maintenance, consolidation and cancellation and eligible lists, administration of the classification plan and the pay plan, the application of service ratings, the hours of work, attendance regulation and leaves of absence of employees in the classified service, the order and manner in which lay-offs shall be effected, and similar matters of personnel administration.

(c) The powers herein conferred upon the director shall be subject only to the provisions of this article and of the rules adopted hereunder, and may be exercised by regulation or by order as the director sees fit.

Unclassified and Classified Service

Sec. 118. The civil service of the city shall be divided into the unclassified and the classified service.

(a) The unclassified service shall comprise the following offices and positions:

1. Members of the city council and other elective officers, and persons appointed to fill vacancies in elective offices;
2. The city clerk;
3. The city manager and the assistant manager, if any;
4. The directors of departments;
5. One principal assistant or deputy and one private secretary to the city manager and to each of the directors of departments;
6. Members of boards and commissions in the city's service;
7. Persons employed to make or conduct a special inquiry, investigation, examination or installation, if the council or the manager certifies that such employment is temporary, and that the work should not be performed by employees in the classified service.

(b) The classified service shall comprise all positions not specifically included by this section in the unclassified service.

Classification

Sec. 119. (a) The director of personnel shall prepare and maintain an up-to-date record of the authority, duties and responsibilities of each position in the classified service. Within one year after the appointment of the first director under this article, the director shall prepare and submit to the manager a plan of classification and grading of all such positions according to similarity of authority, duties and responsibilities. The city manager shall submit the classification plan to the council with such changes as he deems desirable and such plan shall take effect when adopted by the council or on the thirtieth day after it is submitted to the council if prior thereto the council has not disapproved it by resolution.

(b) Changes in the classification plan which the director deems desirable may be recommended and adopted from time to time in the same manner as herein provided for the original adoption of the plan.

(c) As promptly as practicable after the adoption of the classification plan, and after any amendment thereof, the director shall, with the approval of the city manager, allocate each position in the classified service to the appropriate class therein on the basis of its authority, duties and responsibilities. Thereafter, as new positions are created or additional classes are established, or existing classes are divided, combined, altered or abolished, the director shall make such allocations or reallocations of positions to new or existing classes as are necessitated thereby.

(d) Following the adoption of the classification plan and the allocation to classes therein of positions in the classified service, the class titles set forth therein shall be used to designate such positions in all official records, documents, vouchers and communications, and no person shall be appointed to or employed in a position in the classified service under any class title which has not been approved by the director as appropriate to the duties to be performed.

(e) Employees affected by the allocation or reallocation of a position to a class, or by any changes in the classification plan, shall be afforded a reasonable opportunity to be heard thereon after filing with the director a written request for a hearing.

Promotions

Sec. 120. Vacancies in higher positions in the classified service of the city shall, as far as practicable, be filled by promotion from lower classes following competitive tests; provided, that in case the city manager so directs, such positions shall be filled by competitive tests open not only to city officers and employees serving in lower classes, but also to persons not in the service of the city. A change from a position in any class to a position in another class for which a higher maximum rate of pay is prescribed shall be considered a promotion. The director of personnel shall, to the extent he considers such action desirable, indicate the principal or normal lines of promotion from and to each class in the class specifications or in regulations.

Pay Plan

Sec. 121. The director of personnel shall prepare for the city manager a standard schedule of pay for each position in the classified service. The city manager shall submit the pay plan to the council with such changes as he deems desirable and such plan shall take effect when adopted by the council or on the thirtieth day after it is submitted if prior thereto the council has not disapproved it by resolution. The pay plan adopted by the council shall include a minimum and maximum and such intermediate rates as may be deemed desirable for each class of position. Amendments to the pay schedule may be adopted by the council, from time to time, upon recommendation of the city manager. In increasing or decreasing items in the city budget, the council shall not increase or decrease any individual salary items but shall act solely with respect to classes of positions as established in the classification and pay plans. In no event shall the council reduce the salary of a class below the minimum or raise it above the maximum salary established by the pay plan except by amendment of the pay plan.

Pension and Retirement System

Sec. 122. The council shall have authority to establish a pension and retirement system for any or all groups of officers and employees in the service of the city. Any such pension and retirement system shall be established on a jointly contributory basis, with the officers and employees sharing the cost equally with the city, except as to prior service, charges for which may be borne entirely by the city. The cost of the system shall be determined actuarially on the basis of such mortality and service tables as the council shall approve and shall be calculated and contributed as a uniform or decreasing percentage of the payroll of members. No system requiring an increasing percentage of the payroll to be paid as the contribution of either the members or the city shall be established. The provisions of the ordinance establishing such a pension and retirement system shall require periodic actuarial evaluations which shall serve as the basis of any changes in the rates of contributions and shall also provide for the maintenance at all times of adequate reserves. Any officer or employee of the city at the time of the establishment of such system shall have a reasonable time thereafter the privilege of becoming a member of the system so established and to share its benefits. Officers and employees thereafter appointed in the classified service shall be required to join the system as a condition of employment. Existing local pension and relief funds under the provisions of state law shall continue as long as such laws are in effect or until the beneficiaries thereof have elected to become members of the system set up in conformity with the provisions of this section; but the beneficiaries of any system under state law may be limited by the provisions of the pension and retirement system created under this section to those officers and employees who were the beneficiaries of such funds at the time of the adoption of a pension and retirement system as herein authorized. No officer or employee of the city may be a beneficiary of a local pension or relief fund established under state law and at the same time a member of a pension and retirement system established hereunder. Any pension and retirement system established or administered under the provisions of this section shall be administered by the personnel department except that the collection, custody, investment and payment of funds shall be administered by the department of finance.

Oaths

Sec. 123. For the purpose of the administration of the personnel provisions of this charter, any member of the personnel board shall have the power to administer oaths.

Prohibitions

Sec. 124. No person in the classified service of the city or seeking admission thereto shall be appointed, pro-

moted, reduced, removed, or in any way favored or discriminated against because of his race or his political or religious opinions or affiliations. No person shall wilfully or corruptly make any false statement, certificate, mark, rating or report in regard to any test, certification, or appointment held or made under the personnel provisions of this charter or in any manner commit or attempt to commit any fraud preventing the impartial execution of such personnel provisions or of the rules and regulations made thereunder. No officer or employee in the classified service of the city shall continue in such position after becoming a candidate for nomination or election to any public office. No person seeking appointment to or promotion in the classified service of the city shall either directly or indirectly give, render or pay any money, service or other valuable thing to any person for or on account of or in connection with his test, appointment, proposed appointment, promotion or proposed promotion. No person shall orally, by letter, or otherwise solicit or be in any manner concerned in soliciting any assessment, subscription or contribution for any political party

or political purpose whatever from any person holding a position in the classified service of the city. No person holding a position in the classified service of the city shall make any contribution to the campaign funds of any political party or any candidate for public office or take any part in the management, affairs or political campaign of any political party, further than in the exercise of his rights as a citizen to express his opinion and to cast his vote.

Any person who by himself or with others wilfully or corruptly violates any of the provisions of this section shall be guilty of a misdemeanor and shall upon conviction thereof be punished by a fine of not less than \$ nor more than \$, or by imprisonment for a term not exceeding months, or by both such fine and imprisonment. Any person who is convicted under this section shall for a period of five years be ineligible for appointment to or employment in a position in the city service, and shall, if he be an officer or employee of the city, immediately forfeit the office or position he holds.

ELECTED TO MEMBERSHIP

H. W. ALDRICH

Partner, Aldrich Lumber Co.

Proposed by F. C. Haworth

LESTER E. ANDERSEN

Secretary-Treasurer

Portland Iron Works

Proposed by R. Burke Morden

HUGH M. MERRITT

President, Portland High School Teachers' Association

Proposed by Robert C. Cahill

OSCAR T. COFFELT, JR.

Sales Representative

Masons Supply Co.

Proposed by Arno H. Denecke

SUSTAINING MEMBERSHIP ADDITION

Alfred H. Corbett, Secretary of the City Club, has added his name to the roster of Research Fund sustaining members.

PROPOSED FOR MEMBERSHIP AND APPROVED BY THE BOARD OF GOVERNORS

If no objections are received by the Executive Secretary prior to July 9, 1948, the following applicants will be elected:

CECIL W. POSEY

Executive Secretary

Oregon Education Association

Proposed by Amo DeBernardis

LEWIS G. PRICHARD

Research Department

First National Bank

Proposed by Volney Pratt

CITIES STRIVE FOR PLACE IN SUN

More U.S. cities are battling to get out from under smog clouds and into the sun, the American Municipal Association reports.

A survey of the nation's largest cities just released shows that more than 25 have started smoke prevention programs since the close of World War II. More effective smoke control measures are now being considered in Philadelphia, Minneapolis, Dayton, Knoxville, Gary, Reading, Worcester and Youngstown.

MULTNOMAH COUNTY SPECIAL TAX LEVY

Shall the Board of County Commissioners for Multnomah County, Oregon, be authorized to levy a tax for the fiscal year 1948-49 sufficient to produce \$1,987,353.71 over the 6% tax limitation for the general expense of county government because of:

1. Increased taxes for public assistance made mandatory by the 1947 State Legislature.
2. Increased material and labor costs.
3. Flood disaster emergency obligations.

Authorization for this levy is necessary under Article XI, Section 11 of the Constitution of Oregon.

YES—I vote for the levy.

NO —I vote against the levy.

To the Board of Governors of the City Club:

Your committee has been requested to report upon the Multnomah County special tax levy to be submitted to the voters of the county at a special election on July 9, 1948, under the above ballot title.

This special election has become necessary because the voters of the county turned down the special tax levy in the Primary Election on May 21, 1948.

AMOUNT OF SPECIAL LEVY

The proposed special levy is in the amount of \$1,987,353.71. This amount is \$280,000 more than the special levy proposed in the May 21 election. The additional \$280,000 is the amount which, in the judgment of the County Commissioners, will be required directly and indirectly because of the recent floods.

The remaining \$1,707,353.71 is the exact amount, as determined by the Board of County Commissioners, by which estimated necessary county expenditures for the fiscal year 1948-49 will exceed the taxes which can be levied by the county within the 6 per cent constitutional limit, plus miscellaneous revenues and surplus from the fiscal year 1947-48.

Based upon the total estimated assessed valuation of the county of \$525,000,000, the special levy represents an additional levy of approximately 3.7 mills.

In the committee's report adopted by the City Club on May 14, 1948, the reasons for the proposed special levy were summarized. The committee does not intend to repeat such summary. The only additional factor presented by the proposed special levy is the addition of the expense created by the recent flood situation.*

EFFECT OF TURNING DOWN SPECIAL LEVY

The Board of County Commissioners has re-examined its 1948-49 budget since the election of May 21 to determine what county services could be cut down for 1948-49, if the proposed special levy does not pass, with the result of saving \$1,707,353.71. The largest cuts in amounts of dollars will have to be made, in the opinion of the County Commissioners, in the following county services and in the following approximate amounts:

County Hospital.....	\$265,000
Public Library.....	241,500
City Bridges.....	211,303
Living cost adjustment to salaries of county employees	290,000
Sheriff's Office.....	150,000
Domestic relations, Juvenile homes.....	80,000
County Clerk.....	50,000
County Assessor.....	50,000
County Health Department.....	50,000
Tax Department.....	40,000

*The committee has found that, contrary to the statement made in the previous report, the entire amount of the special levy will have to be paid by taxpayers, if the proposed measure passes, even though the State Tax Commission contributes \$952,400.00 for school fund purposes.

In addition to the above relatively large cuts, the County Commissioners have worked out a schedule of other proposed cuts in funds for various county agencies whose funds can be cut under State Law. (See Schedule A attached.)

The County Commissioners, in conjunction with the various departments of the county government, have prepared statements showing the effect upon the various departments of a cut in funds as proposed in the event the proposed special levy is not approved by the voters. For instance, the following departments would be affected as set forth below:

(1) County Library cut of \$241,500 would require closing all branch libraries, discontinuing purchase of new books, dropping all magazine subscriptions, releasing fifty staff members and employees, closing the central library evenings, Sundays and perhaps some daytime hours and discontinuing the county bookmobile.

(2) Elimination of living cost adjustment to county employees would result in depriving county employees of a blanket raise of \$25 a month, as proposed in the 1948-49 budget, plus reducing present county salaries in the amount of \$10 per month to effect an over-all reduction of salaries in the amount of \$35 a month. It is a matter of opinion as to what effect such a cut would have upon the staff of county employees, but it seems reasonable to suppose that such a cut would deprive the county of the services of competent, trained employees.

(3) County Hospital cut of \$265,000 would result in the closing of 85 of the 275 beds in the hospital. Since the County Hospital apparently has been filled to capacity for some period of time, and only the emergency medical and surgical cases of indigent patients are received, it would appear that this curtailment would be a serious factor in rendering adequate medical care to the indigents of the county.

(4) The cut of \$150,000 in the sheriff's office would result in the discharge of approximately 33 employees from the various departments of the sheriff's office, including approximately 22 men in the uniform division and detective division. The county quarry operation is also under the sheriff's office and would have to be discontinued with the result that the county would have to purchase rock from private sources at an additional expense.

Your committee has been furnished with other statements as to results of the proposed cuts on other branches of the county government, and it would appear from such statements, and the opinions of the County Commissioners, that the essential functions of the county would be seriously curtailed by the failure to adopt the proposed special levy.

Your committee recognizes that many of the figures submitted to the committee are based upon estimates and opinions of the County Commissioners and other qualified persons. For instance, there is no present way of knowing whether or not the flood conditions will cost the county \$280,000, or more or less than that amount. The amount of \$280,000 is based upon the informed opinion of the County Commissioners. Also, the proposed cuts in various departments in the event of the failure of the passage of the special levy are based upon the judgment of the County Commissioners, with the advice of the departments involved. The amount each agency is cut eventually has to be more or less arbitrarily set by the County Commissioners based upon their best judgement. However, the committee feels that the County Commissioners have attempted to show in a fair and equitable manner the effect upon the county functions of the failure to adopt the proposed special levy.

SUMMARY

Your committee has re-examined the question of whether or not the proposed special county levy should be approved by the voters, with the addition of \$280,000 to take care of estimated costs to the county by the recent flood.

Your committee is convinced that failure to pass the proposed special levy would require reduction in the services of the county agencies, which would seriously curtail the efficiency of most of the county agencies.

Your committee recommends that the City Club of Portland go on record as approving the measure for the special levy for county purposes in the amount of \$1,987,353.71, over the 6 per cent constitutional tax limitation.

Respectfully submitted,

PAUL L. BOLEY

RICHARD C. CROW

J. R. DEVERS

V. W. PIERSON

JOHN J. COUGHLIN, *Chairman*

Approved by Nelson C. Hazeltine, *Section Chairman*, Legislation and Elections, June 16, 1948, for transmittal to the Board of Governors.

Received by the Board of Governors June 21, 1948, and ordered printed and submitted to the membership of the City Club for consideration and action.

1948-49 BUDGET

Showing extent of reductions, if special tax levy is not approved.

	<i>Budget</i>	<i>Cut</i>	
County Hospital.....	\$ 945,782.45	\$ 265,000.00	Reduction of 25% will impair service by one-third.
County Farm.....	97,753.00	.....	Cut would not reduce county costs, since farm provides over \$100,000 worth of produce, milk, etc., to county institutions.
County Home.....	262,047.00	10,000.00	Any important cut would lower rating to point that would jeopardize \$175,000 revenue now received for inmates' board and room.
Public Library.....	469,879.98	241,500.00	Would close all branches; stop purchase of books.
Three City Bridges.....	211,303.00	211,303.00	Tax levy required by law for maintaining Broadway, Morrison and Hawthorne bridges, but in emergency could be paid from motor vehicle revenues. This, in turn, curtails upkeep of county roads.
Sheriff: Uniform Division, Jail, etc....	765,041.00	150,000.00	
Domestic Relations —			
Juvenile Homes.....	219,825.61	80,000.00	
County Clerk.....	211,896.27	50,000.00	
Assessor.....	255,797.00	50,000.00	
Court House Maintenance.....	142,918.90	25,000.00	
Elections.....	220,600.00	.....	Reduction doubtful, though precincts might be combined causing voters' congestion at polls.
Registration Investigation.....	27,500.00	.....	Law requires this provision.
Health Department.....	131,063.00	50,000.00	
"SCHEDULE A"			
Indigent Soldiers Aid.....	173,410.00	.....	Law provides up to 5/10 mill or \$250,000 for this purpose; doubt that cut could be enforced.
Living Cost Adjustment.....	290,000.00	290,000.00	This reduces employees' salaries by \$35.00 per month.
Tax Department.....	142,950.00	40,000.00	
Agricultural Extension.....	10,340.00	10,340.00	This matches money from Oregon State College to operate office of County Farm Agent, Demonstration Agent, Boys' and Girls' Club work. County would lose whole program.
Cemetery Maintenance.....	35,625.00	15,000.00	Maintains Lone Fir and two smaller cemeteries.
Constable.....	42,500.00	12,500.00	
Tuberculosis Hospital.....	54,445.00	15,000.00	
Coroner.....	27,350.00	.....	Duties required by law and not postponable.
County Physician.....	33,292.00	10,000.00	
Courts.....	272,546.01	.....	Courts have power to enforce provision for their maintenance.
District Attorney.....	55,935.16	16,000.00	
Art Museum.....	5,000.00	5,000.00	Authorized by law, but can be eliminated.
County Resources Promotion.....	4,200.00	4,200.00	Authorized by law, but this contribution toward publicizing county's resources can be cut.
Stores and Central Garage.....	20,000.00	20,000.00	This provision for supplies can be cut, though economies by buying in larger quantities will be lost.
	\$5,128,100.38	\$1,570,843.00	
Miscellaneous Small Departments....	603,385.03	136,510.71	
	\$5,731,485.41	\$1,707,353.71	
Public Welfare.....	2,087,242.00	.....
	\$7,818,727.41	\$1,707,353.71	

PORTLAND CITY CLUB BULLETIN

Published each Friday by the

CITY CLUB OF PORTLAND

MARGARET CLARKE, Executive Secretary

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